General Assembly

Senate

File No. 449

February Session, 2022

Substitute Senate Bill No. 428

Senate, April 13, 2022

The Committee on Education reported through SEN. MCCRORY, D. of the 2nd Dist., Chairperson of the Committee on the part of the Senate, that the substitute bill ought to pass.

AN ACT IMPLEMENTING THE RECOMMENDATIONS OF THE DEPARTMENT OF ADMINISTRATIVE SERVICES RELATING TO SCHOOL CONSTRUCTION.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. (NEW) (Effective July 1, 2022) (a) For the fiscal year ending
- 2 June 30, 2023, and each fiscal year thereafter, the Department of
- 3 Administrative Services shall administer a heating, ventilation and air
- 4 conditioning system grant program to reimburse local and regional
- 5 boards of education for costs associated with projects for the installation,
- 6 replacement or upgrading of heating, ventilation and air conditioning
- 7 systems or other improvements to indoor air quality in school buildings.
- 8 (b) (1) A local or regional board of education or a regional educational
- 9 service center may apply, at such time and in such manner as the
- 10 Commissioner of Administrative Services prescribes, for a grant for
- 11 projects for the installation, replacement or upgrading of heating,
- 12 ventilation and air conditioning systems or other improvements to
- indoor air quality in school buildings.

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(2) The commissioner shall develop eligibility criteria for the awarding of grants under the program. Such criteria shall include, but need not be limited to, (A) the age and condition of the current heating, ventilation and air conditioning system or equipment being replaced or upgraded in the school, (B) current air quality issues at the school, (C) the age and condition of the overall school building, (D) the school district's master plan, (E) the availability of maintenance records, (F) a contract or plans for the routine maintenance and cleaning of the heating, ventilation and air conditioning system, and (G) the local or regional board of education's or regional educational service center's ability to finance the remainder of the costs for such project after receiving a grant under the program. The commissioner shall utilize such eligibility criteria when determining whether to award a grant to an applicant under the program.

- (c) (1) A local board of education may receive a grant equal to a percentage of its eligible expenses. The percentage shall be determined by its ranking. Such ranking shall be determined as follows: (A) Each town shall be ranked in descending order from one to one hundred sixty-nine according to the adjusted equalized net grand list per capita, as defined in section 10-261 of the general statutes, of the town two, three and four years prior to the fiscal year in which application is made, (B) based upon such ranking, a percentage of not less than twenty or more than eighty shall be assigned to each town on a continuous scale, and (C) the town ranked first shall be assigned a percentage of eighty.
- (2) A regional board of education may receive a grant equal to a percentage of its eligible expenses. The percentage shall be determined by its ranking. Such ranking shall be determined as follows: (A) Multiplying the total population, as defined in section 10-261 of the general statutes, of each town in the district by such town's ranking, as determined in subdivision (1) of this subsection, (B) adding together the figures determined under subparagraph (A) of this subdivision, and (C) dividing the total computed under subparagraph (B) of this subdivision by the total population of all towns in the district. The ranking of each

regional board of education shall be rounded to the next higher whole number and each such board shall receive the same reimbursement percentage as would a town with the same rank plus ten per cent, except that no such percentage shall exceed eighty-five per cent.

- (3) A regional educational service center may receive a grant equal to a percentage of its eligible expenses. The percentage shall be determined by its ranking. Such ranking shall be determined by (A) multiplying the population of each member town in the regional educational service center by such town's ranking, as determined in subdivision (1) of this subsection, (B) adding together the figures for each town determined under subparagraph (A) of this subdivision, and (C) dividing the total computed under subparagraph (B) of this subdivision by the total population of all member towns in the regional educational service center. The ranking of each regional educational service center shall be rounded to the next higher whole number and each such center shall receive the same reimbursement percentage as would a town with the same rank.
- (4) The percentage determined pursuant to this subsection shall be increased by five percentage points for any local or regional board of education or regional educational service center if the commissioner, in with consultation the Commission on Human Rights Opportunities, has determined that such board or center has exceeded the requirements regarding minority business enterprises, as defined in section 4a-60g of the general statutes, for the installation, replacement or upgrading of heating, ventilation and air conditioning systems or other improvements to indoor air quality in school buildings for which a grant has been awarded under this section.
- (5) The percentage determined pursuant to this subsection shall be increased by five percentage points for any local or regional board of education or regional educational service center that has entered into a contract with a minority business enterprise, as defined in section 4a-60g of the general statutes, for at least a ten-year period, for the routine maintenance and cleaning of the heating, ventilation and air

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conditioning system for which a grant has been awarded under this section.

- (d) If there are not sufficient funds to provide grants to all local and regional boards of education and regional educational service centers, based on the percentage determined pursuant to subsection (c) of this section, the commissioner shall give priority to applicants on behalf of schools with the greatest need for heating, ventilation and air conditioning systems or other improvements to indoor air quality in school buildings, as determined by the commissioner based on the eligibility criteria developed pursuant to subdivision (2) of subsection (b) of this section.
- (e) The following expenses shall not be eligible for reimbursement under this section: (1) Routine maintenance and cleaning of the heating, ventilation and air conditioning system, (2) work that is otherwise eligible for a school building project grant under chapter 173 of the general statutes, and (3) work performed at or on a public school administrative or service facility that is not located or housed within a public school building.
- (f) No grant funds received under this section by a local or regional board of education or a regional educational service center shall be used to supplant local matching requirements for federal or state funding otherwise received by such district for a project for the installation, replacement or upgrading of heating, ventilation and air conditioning systems or other improvements to indoor air quality in school buildings.
- (g) Any project for the installation, replacement or upgrading of heating, ventilation and air conditioning systems or other improvements to indoor air quality in school buildings for which a grant is awarded under this section shall be completed by the end of the next calendar year, unless the duration of such project is extended by the commissioner upon a showing of good cause by the local or regional board of education or regional educational service center.
- (h) Any local or regional board of education or regional educational

service center that receives a grant under this section shall (1) be responsible for the routine maintenance and cleaning of the heating, ventilation and air conditioning system, and (2) provide training to school personnel and building maintenance staff concerning the proper use and maintenance of the heating, ventilation and air conditioning system.

- Sec. 2. Subsection (c) of section 10-286 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1*, 2022):
- 122 (c) In the computation of grants pursuant to this section for any 123 school building project authorized by the General Assembly pursuant 124 to section 10-283, as amended by this act, (1) after January 1, 1993, any 125 maximum square footage per pupil limit established pursuant to this 126 chapter or any regulation adopted by the State Board of Education or 127 the Department of Administrative Services pursuant to this chapter 128 shall be increased by twenty-five per cent for a building constructed 129 prior to [1950] 1959; (2) after January 1, 2004, any maximum square 130 footage per pupil limit established pursuant to this chapter or any 131 regulation adopted by the Department of Administrative Services 132 pursuant to this chapter shall be increased by up to one per cent to 133 accommodate a heating, ventilation or air conditioning system, if 134 needed; (3) for the period from July 1, 2006, to June 30, 2009, inclusive, 135 for projects with total authorized project costs greater than ten million 136 dollars, if total construction change orders or other change directives 137 otherwise eligible for grant assistance under this chapter exceed five per 138 cent of the authorized total project cost, only fifty per cent of the amount 139 of such change order or other change directives in excess of five per cent 140 shall be eligible for grant assistance; and (4) after July 1, 2009, for projects 141 with total authorized project costs greater than ten million dollars, if 142 total construction change orders or other change directives otherwise 143 eligible for grant assistance exceed five per cent of the total authorized 144 project cost, such change order or other change directives in excess of 145 five per cent shall be ineligible for grant assistance.

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Sec. 3. Subdivisions (1) and (2) of subsection (a) of section 10-283 of the 2022 supplement to the general statutes are repealed and the following is substituted in lieu thereof (*Effective July 1, 2022*):

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(a) (1) Each town or regional school district shall be eligible to apply for and accept grants for a school building project as provided in this chapter. Any town desiring a grant for a public school building project may, by vote of its legislative body, authorize the board of education of such town to apply to the Commissioner of Administrative Services and to accept or reject such grant for the town. Any regional school board may vote to authorize the supervising agent of the regional school district to apply to the Commissioner of Administrative Services for and to accept or reject such grant for the district. Applications for such grants under this chapter shall be made by the superintendent of schools of such town or regional school district on the form provided and in the manner prescribed by the Commissioner of Administrative Services. The application form shall require the superintendent of schools to affirm that the school district considered the maximization of natural light, the use and feasibility of wireless connectivity technology and, on and after July 1, 2014, the school safety infrastructure criteria, [developed by the School Safety Infrastructure Council, pursuant to] described in section 10-292r, as amended by this act, in projects for new construction and alteration or renovation of a school building. The Commissioner of Administrative Services shall review each grant application for a school building project for compliance with educational requirements and on the basis of categories for building projects established by the Commissioner of Administrative Services in accordance with this section. The Commissioner of Education shall evaluate, if appropriate, whether the project will assist the state in meeting its obligations pursuant to the decision in Sheff v. O'Neill, 238 Conn. 1 (1996), or any related stipulation or order in effect, as determined by the Commissioner of Education. The Commissioner of Administrative Services shall consult with the Commissioner of Education in reviewing grant applications submitted for purposes of subsection (a) of section 10-65 or section 10-76e on the basis of the educational needs of the applicant. The Commissioner

181 Administrative Services shall review each grant application for a school 182 building project for compliance with standards for school building 183 projects pursuant to regulations, adopted in accordance with section 10-287c, and, on and after July 1, 2014, the school safety infrastructure 184 185 criteria, [developed by the School Safety Infrastructure Council pursuant to described in section 10-292r, as amended by this act. 186 187 Notwithstanding the provisions of this chapter, the Board of Trustees of 188 the Community-Technical Colleges on behalf of Quinebaug Valley 189 Community College and Three Rivers Community College and the 190 following entities that will operate an interdistrict magnet school that will assist the state in meeting its obligations pursuant to the decision in 191 192 Sheff v. O'Neill, 238 Conn. 1 (1996), or any related stipulation or order 193 in effect, as determined by the Commissioner of Education, may apply 194 for and shall be eligible to receive grants for school building projects 195 pursuant to section 10-264h for such a school: (A) The Board of Trustees 196 of the Community-Technical Colleges on behalf of a regional 197 community-technical college, (B) the Board of Trustees of the 198 Connecticut State University System on behalf of a state university, (C) 199 the Board of Trustees for The University of Connecticut on behalf of the 200 university, (D) the board of governors for an independent institution of higher education, as defined in subsection (a) of section 10a-173, or the 201 202 equivalent of such a board, on behalf of the independent institution of 203 higher education, (E) cooperative arrangements pursuant to section 10-204 158a, and (F) any other third-party not-for-profit corporation approved 205 by the Commissioner of Education.

(2) The Commissioner of Administrative Services shall assign each school building project to a category on the basis of whether such project is primarily required to: (A) Create new facilities or alter existing facilities to provide for mandatory instructional programs pursuant to this chapter, for physical education facilities in compliance with Title IX of the Elementary and Secondary Education Act of 1972 where such programs or such compliance cannot be provided within existing facilities or for the correction of code violations which cannot be reasonably addressed within existing program space; (B) create new facilities or alter existing facilities to enhance mandatory instructional

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programs pursuant to this chapter or provide comparable facilities among schools to all students at the same grade level or levels within the school district unless such project is otherwise explicitly included in another category pursuant to this section; and (C) create new facilities or alter existing facilities to provide supportive services, provided in no event shall such supportive services include swimming pools, auditoriums, outdoor athletic facilities, tennis courts, elementary school playgrounds, site improvement or garages or storage, parking or general recreation areas. All applications submitted prior to July first shall be reviewed promptly by the Commissioner of Administrative Services. The Commissioner of Administrative Services shall estimate the amount of the grant for which such project is eligible, in accordance with the provisions of section 10-285a, provided an application for a school building project determined by the Commissioner of Education to be a project that will assist the state in meeting its obligations pursuant to the decision in Sheff v. O'Neill, 238 Conn. 1 (1996), or any related stipulation or order in effect, as determined by the Commissioner of Education, shall have until September first to submit an application for such a project and may have until December first of the same year to secure and report all local and state approvals required to complete the grant application. The Commissioner of Administrative Services shall annually prepare a listing of all such eligible school building projects listed by category together with the amount of the estimated grants for such projects and shall submit the same to the Governor, the Secretary of the Office of Policy and Management and the General Assembly on or before the fifteenth day of December, except as provided in section 10-283a, with a request for authorization to enter into grant commitments. On or before December thirty-first annually, the Secretary of the Office of Policy and Management may submit comments and recommendations regarding each eligible project on such listing of eligible school building projects to the school construction committee, established pursuant to section 10-283a. Each such listing shall include a report on the following factors for each eligible project: (i) An enrollment projection and the capacity of the school, (ii) a substantiation of the estimated total project costs, (iii) the readiness of

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such eligible project to begin construction, (iv) efforts made by the local or regional board of education to redistrict, reconfigure, merge or close schools under the jurisdiction of such board prior to submitting an application under this section, (v) enrollment and capacity information for all of the schools under the jurisdiction of such board for the five years prior to application for a school building project grant, (vi) enrollment projections and capacity information for all of the schools under the jurisdiction of such board for the eight years following the date such application is submitted, and (vii) the state's education priorities relating to reducing racial and economic isolation for the school district. On and after July 1, 2022, each such listing shall include an addendum that contains all grants approved pursuant to subsection (b) of this section during the prior fiscal year. For the period beginning July 1, 2006, and ending June 30, 2012, no project, other than a project for a technical education and career school, may appear on the separate schedule of authorized projects which have changed in cost more than twice. On and after July 1, 2012, no project, other than a project for a technical education and career school, may appear on the separate schedule of authorized projects which have changed in cost more than once, except the Commissioner of Administrative Services may allow a project to appear on such separate schedule of authorized projects a second time if the town or regional school district for such project can demonstrate that exigent circumstances require such project to appear a second time on such separate schedule of authorized projects. Notwithstanding any provision of this chapter, no projects which have changed in scope or cost to the degree determined by the Commissioner of Administrative Services, in consultation with the Commissioner of Education, shall be eligible for reimbursement under this chapter unless it appears on such list. The percentage determined pursuant to section 10-285a at the time a school building project on such schedule was originally authorized shall be used for purposes of the grant for such project. On and after July 1, 2006, a project that was not previously authorized as an interdistrict magnet school shall not receive a higher percentage for reimbursement than that determined pursuant to section 10-285a at the time a school building project on such schedule was

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originally authorized. The General Assembly shall annually authorize the Commissioner of Administrative Services to enter into grant commitments on behalf of the state in accordance with the commissioner's categorized listing for such projects as the General Assembly shall determine. The Commissioner of Administrative Services may not enter into any such grant commitments except pursuant to such legislative authorization. Any regional school district which assumes the responsibility for completion of a public school building project shall be eligible for a grant pursuant to subdivision (5) or (6), as the case may be, of subsection (a) of section 10-286 when such project is completed and accepted by such regional school district.

Sec. 4. Subsection (b) of section 10-283 of the 2022 supplement to the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2022*):

(b) [(1)] Notwithstanding the application date requirements of this section, at any time within the limit of available grant authorization and within the limit of appropriated funds, the Commissioner of Administrative Services, in consultation with the Commissioner of Education, may approve applications for grants and make payments for such grants, for any of the following reasons: (A) To assist school building projects to remedy damage from fire and catastrophe, (B) to correct safety, health and other code violations, (C) to replace roofs, including the replacement or installation of skylights as part of the roof replacement project, (D) to remedy a certified school indoor air quality emergency, (E) to install insulation for exterior walls and attics, or (F) to purchase and install a limited use and limited access elevator, windows, photovoltaic panels, wind generation systems, building management systems [, a public school administrative or service facility] or portable classroom buildings, provided portable classroom building projects shall not create a new facility or cause an existing facility to be modified so that the portable buildings comprise a substantial percentage of the total facility area, as determined by the commissioner. [, or (G) for school security projects, including, but not limited to, making improvements to existing school security infrastructure or installing new school security

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[(2) Not later than seven calendar days following the discovery of a reason described in subparagraphs (A) to (F), inclusive, of subdivision (1) of this subsection, the superintendent of schools of a town or regional school district shall notify the Commissioner of Administrative Services in writing of such reason in order to be eligible for a grant under this subsection. Such superintendent shall submit an application to the commissioner not later than six months following such notification in order to receive a grant under this subsection.]

- Sec. 5. Subsection (d) of section 10-287 of the 2022 supplement to the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1*, 2022):
- (d) (1) Each town or regional school district shall submit a final grant application to the Department of Administrative Services within one year from the date of completion and acceptance of the <u>school</u> building project by the town or regional school district. If a town or regional school district fails to submit a final grant application within said period of time, the commissioner may withhold ten per cent of the state reimbursement for such project.
- (2) (A) On and after July 1, 2022, each town or regional school district shall submit a notice of project completion within three years from the date of the issuance of a certificate of occupancy for the school building project by the town or regional school district. If a town or regional school district fails to submit such notice of project completion within said period of time, the commissioner shall deem such project completed and conduct an audit of such project in accordance with the provisions of this chapter.
- (B) For any school building project authorized by the General Assembly prior to July 1, 2022, the commissioner shall deem as complete any such project in which a certificate of occupancy has been granted, but for which a notice of project completion has not been submitted by the town or regional school district on or before July 1, 2025.

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Sec. 6. Subsection (b) of section 10-292q of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1*, 2022):

- (b) The School Building Projects Advisory Council shall (1) develop model blueprints for new school building projects that are in accordance with industry standards for school buildings and the school safety infrastructure criteria, developed pursuant to section 10-292r, as amended by this act, (2) conduct studies, research and analyses, [and] (3) make recommendations for improvements to the school building projects processes to the Governor and the joint standing committee of the General Assembly having cognizance of matters relating to appropriations and the budgets of state agencies, education and finance, revenue and bonding, and (4) periodically review and update, as necessary, the school safety infrastructure criteria developed pursuant to section 10-292r, as amended by this act.
- Sec. 7. Section 10-292r of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2022*):
 - I(a) There is established a School Safety Infrastructure Council. The council shall consist of: (1) The Commissioner of Administrative Services, or the commissioner's designee; (2) the Commissioner of Emergency Services and Public Protection, or the commissioner's designee; (3) the Commissioner of Education, or the commissioner's designee; (4) one appointed by the president pro tempore of the Senate, who shall be a person with expertise in building security, preferably school building security; (5) one appointed by the speaker of the House of Representatives, who shall be a licensed professional engineer who is a structural engineer; (6) one appointed by the majority leader of the Senate, who shall be a public school administrator certified by the State Board of Education; (7) one appointed by the majority leader of the House of Representatives, who shall be a firefighter, emergency medical technician or a paramedic; (8) one appointed by the minority leader of the Senate, who shall be a school resource officer; (9) one appointed by the minority leader of the House of Representatives, who shall be a

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public school teacher certified by the State Board of Education; and (10) two appointed by the Governor, one of whom shall be a licensed building official and one of whom shall be a licensed architect. The Commissioner of Administrative Services shall serve as the chairperson of the council. The administrative staff of the Department of Administrative Services shall serve as staff for the council and assist with all ministerial duties.]

[(b)] (a) The [School Safety Infrastructure Council] School Building Projects Advisory Council, established pursuant to section 10-292q, as amended by this act, shall [develop] periodically review and update, as necessary, school safety infrastructure criteria for school building projects awarded grants pursuant to this chapter and the school security infrastructure competitive grant program, pursuant to section 84 of public act 13-3. Such school safety infrastructure criteria shall conform to industry standards for school building safety infrastructure and shall address areas including, but not be limited to, (1) entryways to school buildings and classrooms, such as, reinforcement of entryways, ballistic glass, solid core doors, double door access, computer-controlled electronic locks, remote locks on all entrance and exits and buzzer systems, (2) the use of cameras throughout the school building and at all entrances and exits, including the use of closed-circuit television monitoring, (3) penetration resistant vestibules, and (4) other security infrastructure improvements and devices as they become industry standards. [The council shall meet at least annually to review and update, if necessary, the school safety infrastructure criteria and make such criteria available to local and regional boards of education.]

[(c)] (b) [Not later than January 1, 2014, and annually thereafter, the School Safety Infrastructure Council] The School Building Projects Advisory Council shall submit any updates made to the school safety infrastructure criteria to the Commissioners of Emergency Services and Public Protection and Education [, the School Building Projects Advisory Council, established pursuant to section 10-292q,] and the joint standing committees of the General Assembly having cognizance of matters relating to public safety and education, in accordance with

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- Sec. 8. Subsection (b) of section 10-287 of the 2022 supplement to the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2022*):
 - (b) (1) All orders and contracts for school building construction receiving state assistance under this chapter, except as provided in subdivisions (2) to (4), inclusive, of this subsection, shall be awarded to the lowest responsible qualified bidder only after a public invitation to bid, [which shall be advertised in a newspaper having circulation in the town in which construction is to take place,] except for (A) school building projects for which the town or regional school district is using a state contract pursuant to subsection (d) of section 10-292, and (B) change orders, those contracts or orders costing less than ten thousand dollars and those of an emergency nature, as determined by the Commissioner of Administrative Services, in which cases the contractor or vendor may be selected by negotiation, provided no local fiscal regulations, ordinances or charter provisions conflict.
 - (2) All orders and contracts for architectural services shall be awarded from a pool of not more than the four most responsible qualified proposers after a public selection process. Such process shall, at a minimum, involve requests for qualifications, followed by requests for proposals, including fees, from the proposers meeting the qualifications criteria of the request for qualifications process. [Public advertisements shall be required in a newspaper having circulation in the town in which construction is to take place, except for school building projects for which the town or regional school district is using a state contract pursuant to subsection (d) of section 10-292.] Following the qualification process, the awarding authority shall evaluate the proposals to determine the four most responsible qualified proposers using those criteria previously listed in the requests for qualifications and requests for proposals for selecting architectural services specific to the project or school district. Such evaluation criteria shall include due consideration of the proposer's pricing for the project, experience with

work of similar size and scope as required for the order or contract, organizational and team structure, including any subcontractors to be utilized by the proposer, for the order or contract, past performance data, including, but not limited to, adherence to project schedules and project budgets and the number of change orders for projects, the approach to the work required for the order or contract and documented contract oversight capabilities, and may include criteria specific to the project. Final selection by the awarding authority is limited to the pool of the four most responsible qualified proposers and shall include consideration of all criteria included within the request for proposals. As used in this subdivision, "most responsible qualified proposer" means the proposer who is qualified by the awarding authority when considering price and the factors necessary for faithful performance of the work based on the criteria and scope of work included in the request for proposals.

(3) (A) All orders and contracts for construction management services shall be awarded from a pool of not more than the four most responsible qualified proposers after a public selection process. Such process shall, at a minimum, involve requests for qualifications, followed by requests for proposals, including fees, from the proposers meeting the qualifications criteria of the request for qualifications process. [Public advertisements shall be required in a newspaper having circulation in the town in which construction is to take place, except for school building projects for which the town or regional school district is using a state contract pursuant to subsection (d) of section 10-292.] Following the qualification process, the awarding authority shall evaluate the proposals to determine the four most responsible qualified proposers using those criteria previously listed in the requests for qualifications and requests for proposals for selecting construction management services specific to the project or school district. Such evaluation criteria shall include due consideration of the proposer's pricing for the project, experience with work of similar size and scope as required for the order or contract, organizational and team structure for the order or contract, past performance data, including, but not limited to, adherence to project schedules and project budgets and the number of change orders

for projects, the approach to the work required for the order or contract, [including on and after July 1, 2022, whether the proposer intends to self-perform any project element and the benefit to the awarding authority that will result from such self-performance,] and documented contract oversight capabilities, and may include criteria specific to the project. Final selection by the awarding authority is limited to the pool of the four most responsible qualified proposers and shall include consideration of all criteria included within the request for proposals. As used in this subdivision, "most responsible qualified proposer" means the proposer who is qualified by the awarding authority when considering price and the factors necessary for faithful performance of the work based on the criteria and scope of work included in the request for proposals.

(B) [On and after July 1, 2022, upon the written approval of the Commissioner of Administrative Services, an awarding authority may permit a construction manager to self-perform a portion of the construction work if the awarding authority and the commissioner determine that the construction manager can self-perform the work more cost-effectively than a subcontractor. All work not performed by the construction manager shall be performed by trade subcontractors selected by a process approved by the awarding authority and the commissioner.] The construction manager's contract shall include a guaranteed maximum price for the cost of construction. Such guaranteed maximum price shall be determined not later than ninety days after the selection of the trade [subcontractors. Construction] subcontractor bids. Each construction manager shall invite bids and give notice of opportunities to bid on project elements on the State Contracting Portal. Each bid shall be kept sealed until opened publicly at the time and place set forth in the notice soliciting such bid. The construction manager shall, after consultation and approval by the town or regional school district, award any related contracts for project elements to the responsible qualified contractor submitting the lowest bid in compliance with the bid requirements, provided that (i) the construction manager shall not be eligible to submit a bid for any such project element, and (ii) construction shall not begin prior to the

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determination of the guaranteed maximum price, except work relating to site preparation and demolition may commence prior to such determination.

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- (4) All orders and contracts for any other consultant services, including, but not limited to, consultant services rendered by an owner's representatives, construction administrators, program managers, environmental professionals, planners and financial specialists, shall comply with the public selection process described in subdivision (2) of this subsection. No costs associated with an order or contract for such consultant services shall be eligible for state financial assistance under this chapter unless such order or contract receives prior approval from the Commissioner of Administrative Services.
- Sec. 9. Subsection (a) of section 10-265h of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1*, 2022):
 - (a) The Commissioner of Administrative Services, in consultation with the Commissioner of Education, shall establish, within available bond authorizations, a grant program to assist alliance districts, as defined in section 10-262u, in paying for general improvements to school buildings. For purposes of this section "general improvements to school buildings" means work that (1) is generally not eligible for reimbursement pursuant to chapter 173, and (2) is to (A) replace windows, doors, boilers and other heating and ventilation system components, internal communications and technology systems, lockers, floors, cafeteria equipment and ceilings, including the installation of new drop ceilings, (B) upgrade restrooms including the replacement of fixtures and related water supplies and drainage, (C) upgrade and replace lighting, including energy efficient upgrades to lighting systems and controls to increase efficiency, and reduce consumption levels and cost, (D) upgrade entryways, driveways, parking areas, play areas and athletic fields, (E) upgrade equipment, including, but not limited to, the following equipment purchased on or after November 1, 2017: Cabinets, computers, laptops and related equipment and accessories, (F) repair

roofs, including the installation of energy efficient fixtures and systems and environmental enhancements, or (G) install or upgrade security equipment that is consistent with the school safety infrastructure [standards, developed by the School Safety Infrastructure Council, pursuant to] criteria described in section 10-292r, as amended by this act, including, but not limited to, video surveillance devices and fencing, provided "general improvements to school buildings" may include work not specified in this subdivision if the alliance district provides justification for such work acceptable to the Commissioner of Administrative Services, but shall not include routine maintenance such as painting, cleaning, equipment repair or other minor repairs or work done at the administrative facilities of a board of education.

- Sec. 10. Subsection (a) of section 10-284 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2022*):
- (a) The Commissioner of Administrative Services shall have authority to receive and review applications for state grants under this chapter, and to approve any such application, or to disapprove any such application if (1) it does not comply with the requirements of the State Fire Marshal or the Department of Public Health, (2) it is not accompanied by a life-cycle cost analysis approved by the Commissioner of Administrative Services, (3) it does not comply with the provisions of sections 10-290d and 10-291, (4) it does not meet (A) the standards or requirements established in regulations adopted in accordance with section 10-287c, or (B) school building categorization requirements described in section 10-283, as amended by this act, (5) the estimated construction cost exceeds the per square foot cost for schools established in regulations adopted by the Commissioner of Administrative Services for the county in which the project is proposed to be located, (6) on and after July 1, 2014, the application does not comply with the school safety infrastructure criteria [developed by the School Safety Infrastructure Council, pursuant to described in section 10-292r, as amended by this act, except the Commissioner of Administrative Services may waive any of the provisions of the school

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safety infrastructure criteria if the commissioner determines that the application demonstrates that the applicant has made a good faith effort to address such criteria and that compliance with such criteria would be infeasible, unreasonable or excessively expensive, (7) the Commissioner of Education determines that the proposed educational specifications for or theme of the project for which the applicant requests a state grant duplicates a program offered by a technical education and career school or an interdistrict magnet school in the same region, or (8) on and after July 1, 2018, a regional educational service center is designated as the project manager in the application.

- Sec. 11. Subsection (a) of section 10-292 of the 2022 supplement to the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2022*):
- (a) Upon receipt by the Commissioner of Administrative Services of the final plans for any phase of a school building project as provided in section 10-291, said commissioner shall promptly review such plans and check them to the extent appropriate for the phase of development or construction for which final plans have been submitted to determine whether they conform with the requirements of the Fire Safety Code, the Department of Public Health, the life-cycle cost analysis approved by the Commissioner of Administrative Services, the State Building Code and the state and federal standards for design and construction of public buildings to meet the needs of persons with disabilities and the school safety infrastructure criteria, [developed by the School Safety Infrastructure Council, pursuant to described in section 10-292r, as amended by this act, and if acceptable a final written approval of such phase shall be sent to the town or regional board of education and the school building committee. No phase of a school building project, subject to the provisions of subsection (c) or (d) of this section, shall go out for bidding purposes prior to such written approval.

This act shall take effect as follows and shall amend the followin	g
sections:	

Section 1	July 1, 2022	New section
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Sec. 2	July 1, 2022	10-286(c)
Sec. 3	July 1, 2022	10-283(a)(1) and (2)
Sec. 4	July 1, 2022	10-283(b)
Sec. 5	July 1, 2022	10-287(d)
Sec. 6	July 1, 2022	10-292q(b)
Sec. 7	July 1, 2022	10-292r
Sec. 8	July 1, 2022	10-287(b)
Sec. 9	July 1, 2022	10-265h(a)
Sec. 10	July 1, 2022	10-284(a)
Sec. 11	July 1, 2022	10-292(a)

Statement of Legislative Commissioners:

In Section 3, added Subsec. (a)(1) for consistency, and added new Sections 9 to 11, inclusive, for consistency.

ED Joint Favorable Subst.

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

OFA Fiscal Note

State Impact:

Agency Affected	Fund-Effect	FY 23 \$	FY 24 \$
Treasurer, Debt Serv.	GF - Potential	See Below	See Below
	Cost		

Note: GF=General Fund

Municipal Impact:

Municipalities	Effect	FY 23 \$	FY 24 \$
Various Municipalities	Potential	See Below	See Below
_	Cost/Revenue		

Explanation

The bill, which establishes a reimbursement program for school HVAC system installation, repair, and upgrades, and makes multiple changes to eligible costs under the school construction reimbursement program and is expected to have several fiscal impacts, as described below.

Section 1 of the bill establishes a reimbursement program, administered by the Department of Administrative Services (DAS), for local and regional school HVAC system installation, repair, and upgrades that is similar to, though separate from, the school construction reimbursement program established in CGS 10-283. State reimbursement levels are set annually based on municipal wealth and population information from 20 to 80 percent of project costs, with possible increases of up to ten percentage points for projects and recipients meeting certain criteria.

The bill does not provide a funding source or amount for the

discretionary grant program. To the extent that funds are made available for the program, there would be a potential cost to the state and a potential revenue gain and potential cost to grant recipients. sSB 12, the revised FY 23 bond bill, as favorably reported by the Finance, Revenue and Bonding Committee, authorized \$100 million for this purpose.

The program is expected to be administered by DAS within existing resources, resulting in no new fiscal impact to the agency.

Sections 2, 4, 5, and 8 of the bill make various changes to school construction projects process and cost eligibility, including allowing a larger space standard for school buildings built between 1950-1959, moving projects for school administration buildings from the list of allowable non-priority list reimbursements to needing legislative approval through the priority list process, automatically moving projects through the process when a certificate of occupancy has been granted, and removing a requirement for newspaper notice for construction contracts. To the extent these changes alter the total cost of future projects, the altered cost would be shared between municipalities and the state at the appropriate reimbursement ratio.

School construction grants are financed through the issuance of General Obligation (GO) bonds in future fiscal years. The bill does not authorize new GO bonds. The bill may result in future General Fund debt service costs to be altered to the degree that it causes authorized GO bond funds to be expended at a different rate than they otherwise would have been.

Section 3 requires DAS to report on all non-priority list grants approved on an annual basis and has no fiscal impact.

The remaining sections, along with conforming changes in previously discussed sections, shift specified responsibilities to the School Building Projects Advisory Council from the School Safety Infrastructure Council, eliminating the latter, which is not expected to have a fiscal impact.

The Out Years

The ongoing fiscal impact of school HVAC projects and school construction project reimbursements identified above will continue into the future subject to project completion, successful municipal application for reimbursement, and the costs of borrowing.

OLR Bill Analysis sSB 428

AN ACT IMPLEMENTING THE RECOMMENDATIONS OF THE DEPARTMENT OF ADMINISTRATIVE SERVICES RELATING TO SCHOOL CONSTRUCTION.

SUMMARY

This bill makes the following changes in the public school construction statutes:

- 1. requires the Department of Administrative Services (DAS) to administer a reimbursement grant program beginning in FY 23 for the cost of school indoor air quality improvements, including the installation, replacement, or upgrading of heating, ventilation, and air-conditioning (HVAC) systems (§ 1);
- 2. extends the allowable 25% increase in per-pupil square footage limits in current law for school buildings built before 1950 to include those built before 1959 (§ 2);
- 3. requires the DAS commissioner to create an addendum to the school construction priority list project report to include grants awarded by DAS for certain school construction projects without legislative approval ("emergency grants") (§ 3);
- 4. removes the requirement that a superintendent notify the DAS commissioner of the need for an emergency grant and formally apply within a certain timeframe (§ 4);
- 5. eliminates the DAS commissioner's authority to approve emergency school construction reimbursement grants for administrative and service facility and school safety projects (§ 4);

6. requires school construction grant recipients to submit a project completion notice to DAS within three years after the date when a certificate of occupancy for the project was issued (§ 5);

- 7. eliminates the School Safety Infrastructure Council (SSIC) and generally reassigns its duties to the School Building Projects Advisory Council (§§ 6 & 7); and
- 8. eliminates from current law the (a) newspaper advertising requirement for public invitations to bid on orders and contracts for school construction services and (b) option for a construction manager to self-perform any school construction project element, which takes effect under current law beginning on July 1, 2022 (§ 8).

The bill also makes several technical and conforming changes, including eliminating references to SSIC (§§ 3 & 9-11).

EFFECTIVE DATE: July 1, 2022

§ 1 — INDOOR AIR QUALITY GRANT PROGRAM

Beginning in FY 23, the bill allows local or regional boards of education or regional education service centers (RESCs) to apply for the reimbursement grant with the DAS commissioner when and in a manner she determines. It prohibits boards of education and RESCs from using these grant funds to replace local matching requirements for other federal or state funding received for indoor air quality improvement or HVAC projects.

Under the bill, if there are insufficient funds to give grants to all applicants, then the commissioner must prioritize applicants with schools that have the greatest need for HVAC systems or other indoor air quality improvements. She must use the eligibility criteria described below when determining priority among applicants.

Eligibility Criteria

The bill requires the DAS commissioner to develop eligibility criteria

to use when determining whether to award a grant for air quality improvements to a school. These criteria must include the following:

- 1. the age and condition of the school's current HVAC system,
- 2. current air quality issues at the school,
- 3. the overall school building's age and condition,
- 4. the school district's master plan,
- 5. maintenance records availability,
- 6. a contract or plans for the HVAC system's routine maintenance cleaning, and
- 7. the board's or RESC's ability to finance the project's remainder cost after receiving a program grant.

Grant Amount Calculations

The bill establishes different grant award calculations for local boards of education, regional boards of education, and RESCs.

Local Boards of Education. Under the bill, a local board may receive a reimbursement grant for 20-80% of its eligible expenses, based on its town ranking. The bill establishes the following formula for DAS to use to determine the ranking:

- 1. Rank each town in descending order (from 1 to 169) using its adjusted equalized net grant list per capita (AENGL) (a measure of town wealth as defined in the education cost sharing (ECS) grant statutes (see BACKGROUND)) from two, three, and four years prior to the fiscal year of the grant application.
- 2. Assign a reimbursement rate from 20%-80% for each town on a continuous scale, with the first-ranked town receiving a 20% rate and the last-ranked town receiving an 80% rate.

Regional Boards of Education and RESCs. Under the bill, a

regional board or RESC may receive a reimbursement grant for a percentage of its eligible expenses under the following ranking formula, which is based on the local boards' formula and the regional district's or RESC's member towns' populations:

- 1. Multiply each member town's total population by its AENGL ranking calculated above.
- 2. Add together the above products for each member town.
- 3. Divide the total sum by the total population of all member towns.
- 4. Round each regional board's or RESC's ranking to the next higher whole number.
- 5. Assign to each regional board or RESC the same reimbursement percentage as a town with the same rank (presumably, under the AENGL-based formula for local boards of education).
- 6. For regional boards only, add 10% to this amount, up to a maximum reimbursement of 85%.

Grant Increases for Contracting With Minority Business Enterprises

The bill requires that a board of education's or RESC's reimbursement grant percentage increase by an additional 5% if the DAS commissioner, in consultation with the Commission on Human Rights and Opportunities, determines that it has exceed the minority business enterprises requirements in state law for the air quality or HVAC improvements for which the grant was awarded (existing law makes a municipal public works contractor, rather than a municipal entity, responsible for complying with MBE requirements; see BACKGROUND). (The bill does not specify for how long the increase applies or a how a board's or RESC's performance is measured with respect to the requirements.)

The bill also requires a 5% reimbursement increase if the board or RESC has contracted with a minority business enterprise for at least 10

years for the routine maintenance and cleaning of the HVAC system for which the grant was awarded.

Ineligible Costs

The bill makes the following costs ineligible for grant reimbursement: (1) routine HVAC system maintenance and cleaning, (2) work that is otherwise eligible for a state school construction reimbursement grant, and (3) work on a public school administrative or service facility that is located outside of a public school building.

Project Completion and Maintenance

Under the bill, any project that receives an indoor air quality improvement grant award must be completed by the end of the next calendar year. However, the DAS commissioner may extend the project duration if the recipient board or RESC shows good cause.

The bill places the responsibility for an HVAC system's routine maintenance and cleaning with the grant recipients and requires them to train to school personnel and building maintenance staff about the system's proper use and maintenance.

§ 2 — SPACE STANDARDS

By law, reimbursement grants for school building projects authorized by the legislature must follow per-pupil square footage limits set in state law or regulation. Currently, any building constructed before 1950 receives a 25% increase for any square footage limit. The bill expands eligibility for this increase to include any building constructed before 1959.

§§ 3 & 4 — DAS-APPROVED EMERGENCY GRANTS

Priority List Addendum

The law allows the DAS commissioner to award school construction grants for certain projects without legislative approval ("emergency grants"), within the limit of appropriated funds.

Beginning July 1, 2022, the bill requires the commissioner to create an addendum to the school construction priority list project report. By law,

she must send this report to the legislature's school construction committee before December 31 each year (see BACKGROUND). Under the bill, the report addendum must contain all emergency grants approved by the DAS commissioner during the previous fiscal year. The law allows her to approve emergency grants for the following purposes:

- 1. remedy fire and catastrophic damage;
- 2. correct safety, health, and other code violations;
- 3. replace roofs, including skylight installation;
- 4. remedy a certified school indoor air quality emergency;
- 5. insulate exterior walls and attics; or
- 6. purchase and install a limited use and limited access elevator, windows, photovoltaic panels, wind generation systems, building management systems, or portable classrooms.

(The bill also eliminates emergency grant authority for certain projects; see below.)

The bill also removes the requirement that a superintendent notify the DAS commissioner of the need for an emergency grant and formally apply within a certain timeframe. Under current law, a superintendent has seven calendar days after discovering the emergency to notify the commissioner in writing about the reason for the emergency grant, and to receive the grant he or she must apply to the commissioner within six months after submitting the written notice.

§ 4 — ELIMINATED EMERGENCY PROJECTS

The bill subjects the following projects to legislative approval by eliminating the DAS commissioner's authority to approve reimbursement grants on an emergency basis: (1) public school administrative or service facilities and (2) school security projects, including improvements to existing school security infrastructure or new infrastructure. Accordingly, these types of projects must instead

appear on the school priority list and the project report that the DAS submits to the legislature's school construction committee for approval every December.

§ 5 — PROJECT COMPLETION AND CLOSURE

Beginning July 1, 2022, the bill requires towns and regional school districts that are grant recipients to submit a project completion notice to DAS within three years after the date when a certificate of occupancy for the project was issued. If a grant recipient does not submit this notice on time, then the DAS commissioner must deem the project complete and begin a final project audit. By law, DAS must conduct an audit within five years after a school district files a notice of project completion (CGS § 10-286e(a)).

Additionally, the bill requires the commissioner to deem a project authorized before July 1, 2022, as complete if its grant recipient has received a certificate of occupancy and has not submitted a project completion notice to DAS on or before July 1, 2025.

§§ 6 & 7 — SCHOOL SAFETY INFRASTRUCTURE COUNCIL

The bill eliminates the School Safety Infrastructure Council (SSIC) and generally reassigns its duties to the School Building Projects Advisory Council. SSIC is 10-member council of agency heads and gubernatorial and legislative appointees, chaired by the DAS commissioner and tasked under current law with developing the school safety infrastructure criteria for projects that are awarded state school building project reimbursement grants and school infrastructure competitive grants. The School Building Projects Advisory Council is an eight-member council of agency heads and executive branch appointees, also chaired by the DAS commissioner, conducts studies, research, analyses and and recommendations for improvements to the school building projects processes to the governor and legislature (CGS § 10-292q).

The bill eliminates provisions in current law requiring SSIC to develop the grants' criteria and meet at least annually to review and

update the criteria and make them available to boards of education. The bill instead requires the advisory council to periodically review and update the criteria as necessary, and submit any updates to the education and emergency services and public protection commissioners, along with the Public Safety and Security and Education committees.

§ 8 — BIDDING REQUIREMENTS AND CONSTRUCTION MANAGEMENT SERVICES

Public Invitations to Bid

The bill eliminates the newspaper advertising requirement for public invitations to bid on orders and contracts for (1) school building construction projects receiving state grants, (2) architectural services, and (3) construction management services. Under current law, these public invitations to bid must be advertised in a newspaper having circulation in the town where the construction will take place, except for certain projects such as those using a state contract. The bill retains provisions in current law requiring a public bidding process, but does not specify a particular method for giving public notice of bidding opportunities.

Construction Manager Self-Performance

The bill eliminates the option for a construction manager to self-perform any project element, which under current law becomes effective beginning July 1, 2022. Current law conditions this option upon the (1) DAS commissioner and the awarding authority determining that the construction manager can self-perform the work more cost-effectively than a subcontractor could and (2) commissioner's written approval.

For subcontractor bids on school building projects, the bill requires the construction manager to invite bids on project elements and give notice of bidding opportunities on the State Contracting Portal. It explicitly deems the construction manager ineligible to bid on any project element.

The bill requires that each bid be kept sealed until opened publicly at the time and place stated in the bid solicitation notice. After consultation with and approval by the employing town or regional school district, the construction manager must award any related contracts for project elements to the lowest responsible qualified bidder. As under current law, construction cannot begin before the guaranteed maximum price is determined (except for site preparation and demolition work).

BACKGROUND

Related Bills

SB 423, reported favorably by the Labor Committee, requires the labor commissioner to set up a school indoor air quality assessment and ventilation monitoring program and also makes certain school HVAC projects eligible for state reimbursement grants.

HB 5479, reported favorably by the Public Health Committee, requires the Department of Public Health to set up an indoor air quality monitoring program for public schools.

Adjusted Equalized Net Grand List (AENGL) Per Capita

AENGL per capita is a measure of town property wealth. It is calculated using the following formula:

- 1. Take the net grand list of the town upon which taxes were levied for the town's general expenses three years before the fiscal year when the grant will be paid, equalized by the Office of Policy and Management secretary to calculate ECS grants consistent with state law.
- 2. Divide the above number by the product of the (a) town's total population and (b) ratio of the town's per capita income to the per-capita income of the town at the 100th percentile among all towns when ranked from lowest to highest in per capita income (CGS § 10-261).

Minority Business Enterprise Contracting Requirements

Under the state set-aside program, state agencies and political

subdivisions (other than municipalities, see below) must set aside at least 25% of the total value of all contracts they let for construction, goods, and services each fiscal year for exclusive bidding by certified small contractors. The agencies must further reserve at least 25% of the set-aside value (i.e., at least 6.25% of the total) for exclusive bidding by certified minority business enterprises (MBEs). Contractors awarded municipal public works contracts must comply with these requirements if the (1) contract includes state financial assistance and (2) total contract value exceeds \$50,000. MBEs are small contractors owned by women, minorities, or people with disabilities. The owner must have managerial and technical competence and experience directly related to his or her principal business activities (CGS §4a-60g).

School Construction Priority List Project Report

By law, the project report must contain all school building projects the DAS commissioner has placed on the priority list as eligible for a school construction reimbursement grant, listed with each project's estimated grant amount, enrollment projections, estimated total cost, and readiness to begin construction, among other things.

COMMITTEE ACTION

Education Committee

Joint Favorable Substitute Yea 39 Nay 0 (03/25/2022)